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Forty-sixth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

PART I. AFRICA

Section 27 - Other Countries in Africa

(submitted by the High Commissioner)

GE.95-02734

I.27 OTHER COUNTRIES IN AFRICA

1. This chapter covers UNHCR activities Cameroon, Chad, Congo and Gabon.

A. Cameroon

1. Beneficiary population

2. At 31 December 1994, Cameroon hosted 44,036 refugees, of whom 43,018 were from Chad, most of them living in the north of the country, 163 from Equatorial Guinea and 855 from various other countries. A total of 2,523 refugees were assisted, of whom 1,800 were Chadians accommodated in the settlement at Poli Faro.

2. Developments in 1994 and 1995

3. As compared with previous years when periodic influxes of Chadian refugees were registered, there was no significant influx of refugees in 1994 despite the tension in some parts of the country, particularly the south.

4. During 1994, 309 refugees, including 252 Chadians, were repatriated voluntarily. This trend continued during the first quarter of 1995 with the repatriation of 173 persons and should be confirmed with the planned repatriation of 300 other persons.

5. There was an increase in the number of asylum-seekers from countries in the region, most of them from Rwanda and Burundi, owing to the situation prevailing in those two countries.

3. 1996 country programmes

(a) Objectives

6. UNHCR's major objective in the last few years has been gradually to reduce its operations in Cameroon, to hand over to the Cameroonian Government the rural site of Poli Faro fitted out and maintained by UNHCR since 1982, and to entrust the supervision of its activities to UNDP. However, the continuing influx of refugees and the many problems of protection, handled mainly by UNHCR pending the establishment of a national eligibility commission, will probably prevent this objective from being achieved until the end of 1996. Furthermore, as the United Nations agencies have not yet been housed together in common premises as proposed, UNDP considers that it will also not be possible at this stage for supervision to be exercised by a local UNHCR team based in offices situated some distance away.

7. In the meantime, the 1,100 Chadian refugees in the Poli Faro settlement and the 600 others from various other countries will continue to be assisted. Support will continue to be given in 1996 for the local integration of 25 Sudanese refugees. Lastly, the Branch Office will continue to facilitate the repatriation of 750 refugees including 600 Chadians from Poli Faro.

(b) 1996 proposed budgets

(i) General Programmes

8. **Care and maintenance**: Because of the huge difficulties involved in finding a lasting solution for many urban refugees with no qualifications or means of subsistence, it is planned that care and maintenance assistance will be continued, mainly covering subsistence requirements, health, housing and education for 20 beneficiaries.

9. **Local integration**: As the Poli Faro settlement has not yet been handed over to the Cameroonian Government, UNHCR will continue to assist Chadian refugees, particularly the group of new refugees who have not yet achieved self-sufficiency. In addition to repairs to the access road to the settlement and well maintenance, this assistance will also cover transport and logistics, and the purchase of medicine, seeds and ploughing implements.

10. **Voluntary repatriation**: Lastly, the cost of transporting Chadian refugees by road will be covered under the repatriation project, as will transport by air for refugees travelling to countries other than Chad. In order to facilitate reintegration in the countries of origin, it is also planned to grant assistance in the form of repatriation allowances.

(c) Operational partners

11. The implementation of assistance programmes for refugees settled in Cameroon is ensured by the Cameroonian Red Cross (CCRC), CARITAS, the Organisation canadienne pour la solidarité et le développement (OCSD) and the Presbyterian Church of Cameroon.

The Cameroonian Red Cross is responsible for the implementation of the assistance project for Chadian refugees at Poli Faro.

CARITAS sees to the implementation of the urban refugee programme in Youandé and Douala. It is also responsible for assisting rural Chadian refugees in the Poli Faro settlement.

The Presbyterian Church concerns itself with the education and vocational training of refugees.

OCSD A new partnership is envisaged with this agency, for the implementation of income-generation activities.

(d) Programme Delivery and Administrative Support Costs

(i) 1994 expenditure (all sources of funds)

12. Expenditure in 1994 was lower than the revised estimate, especially for overhead costs, owing to the devaluation of the CFA franc.

(ii) **1995 revised requirements (all sources of funds)**

13. Revised requirements for 1995 are higher than initial requirements. The presence and status of the Branch Office were due to be reconsidered in the context of a decrease in activities for refugees. However, following discussions with the Cameroonian Government and the operational partners, developments in the situation did not make it possible to scale down UNHCR's presence and it was decided to maintain the same staffing level and the status of the Branch Office until the end of 1996.

(iii) **1996 initial requirements (all sources of funds)**

14. Initial requirements for 1996 are based on the possibility of bringing together all the agencies at UNDP headquarters. As noted above, this has not yet been fully achieved and requirements will have to be revised upwards in due course.

B. Chad

1. Beneficiary Population

15. At 31 December 1994, the refugee population in Chad consisted mainly of 91 Sudanese and 18 refugees of various other origins, making a total of 109 urban refugees, of whom 67 were assisted by UNHCR.

2. Major developments in 1994 and 1995

16. The signing on 10 August 1994 of the Peace Agreement between the Chadian Government and the Comité de sursaut pour le paix et la démocratie (CSNPD) was undoubtedly the most important development. The Agreement put an end to the political instability in the southern part of the country and at the same time helped to create favourable conditions for the repatriation of refugees, of whom 5,722 were able to return to their country between January and May 1995.

3. 1996 country programmes

(a) Objectives

17. Pending an improvement in the situation in Sudan, which might make it possible to repatriate the Sudanese refugees, the care and maintenance assistance programme will be continued.

18. In view of the huge difficulties experienced by refugees in finding a job in an urban environment like N'djamena, special emphasis will be placed on the development of income-generation activities in order to facilitate local integration.

19. The National Refugee Commission, which should be set up in 1995 by the Government, will be able to receive assistance from the Regional Branch Office in the form of training through seminars.

(b) 1996 proposed budget

20. The proposed allocation for the care and maintenance programme is meant to assist refugees and provide funding for income-generation activities. This allocation is on the same scale as the approved allocation for 1995.

(c) Operational partners

21. Programme administration in Chad is ensured by UNDP on UNHCR's behalf. Secours Catholique pour le Développement (SECADEV) will continue to be UNHCR's operational partner for refugee assistance.

C. Congo

1. Beneficiary population

22. At 31 December 1994, there were an estimated 15,522 refugees in Congo comprising 12,697 Angolans, 2,109 Chadians, 329 Zairians, 245 Central Africans, 117 Rwandans and some 25 other refugees from various nationalities. The 5,249 assisted refugees are made up of 5,198 Angolans from Cabinda, 13 Chadians, 6 Rwandans, 7 Zairians and 25 other refugees of various origins. All of the assisted refugees from Cabinda are residing at Pointe Noire in the settlements of Kondi-Mbaka 4,477, Mavoadi 182 and Komi 306. The other assisted refugees belong to the most vulnerable groups across many nationalities who are residing mainly in Brazzaville.

2. Developments in 1994 and 1995

23. Some 300 refugees have been transferred to the newly identified settlements. This figure is far below the expected number of refugees to be moved, due to certain refugees' opposition to the transfer. An additional 1,000 refugees will be moved from Kondi-Mbaka to Komi, where they can engage easily in agricultural and fishing activities to become self-sufficient.

24. The devaluation of the CFA currency at the beginning of 1994 has had adverse effects on the overall programme, as has the lack of food for general distribution. Following an assessment of the beneficiary population and the food requirements, the source of food will be determined within the framework of the WFP/UNHCR Memorandum of Understanding.

3. 1996 country programmes

(a) Objectives

25. **Angolan refugees from Cabinda at Pointe Noire**: The multi-sectoral assistance in favour of the refugees in Kondi-Mbaka and Komi camps will be pursued, with emphasis on the transfer of some 1,000 refugees from Kondi-Mbaka to Komi and other identified sites with fertile lands. Although the refugees are reluctant to move, this is the only alternative for ensuring self-sufficiency in a reasonable period of time. As in 1995, Food-for-Work schemes will be the strategy for making the transfer attractive to the refugees.

26. Supply of seedlings and agricultural tools will be continued during 1996. Until most of the refugees are able to produce their own food at the end of 1996, food will be essential for sustaining these efforts.

27. Assistance will be pursued also in the vital health and water sectors during 1996 pending the voluntary repatriation of the refugees back to Angola.

28. **Urban Refugees In Brazzaville**: The objectives remain the same as in the past year, notably the search for durable solutions. Care and maintenance assistance in various sectors will be provided until appropriate solutions for the different groups are identified. In order to provide opportunities for local integration and self-reliance, assistance will also be provided to eligible students among the urban refugees in the form of scholarships at primary (about 100) and secondary (60) levels. These will include 40 and 17 new beneficiaries respectively for each category. Some 20 others, including eleven former beneficiaries will be awarded scholarships in order to pursue vocational training. The needs of 208 other refugees in Brazzaville will be reassessed during 1996.

(b) Proposed budgets for 1996

(i) General Programmes

29. There are no significant differences between the 1996 budgetary requirements as compared to those of 1995, for the three different types of assistance. The slight increase is due mainly to the necessary relocation of refugees to the new sites. The requirements for a potential repatriation of the Angolan refugees are currently being evaluated and will be consolidated in an operations plan, which will constitute the basis for a separate appeal for Repatriation and Reintegration of Angolan refugees/returnees.

(c) Implementing partners

30. At Pointe Noire, implementing arrangements will be continued with the International Federation of Red Cross (IFRC) for all the sectors. In Brazzaville, partnership with the Episcopal Conference of Congo has ceased. A new partnership has begun with the Congolese Red Cross since mid-February 1995. The latter NGO had no experience with UNHCR and may need to explore the training opportunities within the framework of UNHCR-NGO Partnership in Action (PARinAC) for a long-lasting collaboration with UNHCR.

(d) Programme Delivery and Administrative Support Costs

31. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities - Part I (A/AC.96/845) refers)

(i) 1994 expenditure (all sources of funds)

32. There were no significant variations in planned activities. Some savings were realized due to the devaluation of the local currency.

(ii) **Revised 1995 requirements (all sources of funds)**

33. The revised 1995 requirements are higher than the initial estimates. Following the establishment of a Sub-Office in Pointe Noire in 1994, the local/regional travel, security services and other operating expenses had to be increased.

(iii) **Initial 1996 requirements (all sources of funds)**

34. The initial estimates for 1996 are significantly lower than the revised 1995 budget, as it is planned to phase out the posts of the Head of Sub-Office in Pointe Noire and the support staff as well as the associated expenses in December 1995. Three local posts, under the supervision of the UNDP Resident Coordinator will be maintained in Brazzaville.

D. Gabon

1. Beneficiary population

35. At 31 December 1994, there were an estimated 615 refugees in Gabon comprising 92 Angolans, 30 Burundi, 84 from Equatorial Guinea, 36 Liberians, 115 Mauritanians, 23 Rwandans, 121 Chadians, 19 Togolese, 40 Zairians and 55 other refugees of various origins.

36. The refugees are mainly urban and reside in Libreville and Port Gentil. Many of them are self-employed. Some 405 are being assisted by UNHCR. During 1995, an additional 1,020 applications have been filed for refugee status in Gabon. The new asylum-seekers are mainly from Equatorial Guinea, Mauritania, Liberia and Chad.

2. Developments in 1994 and 1995

37. The devaluation of the local currency (CFA) in early 1994 has continued to have adverse effects on the country's economy and the living standards of refugees and ordinary citizens.

38. This declining socio-economic environment culminated in the expulsion of several hundred immigrants from the country in early 1995. As a result of the campaign against immigration, the number of asylum-seekers soared. Some 1,020 applications were processed, out of which 700 cases were found to be eligible for UNHCR assistance.

39. The increased number of refugees in Gabon is bound to affect the limited resources available and calls for additional means for assisting refugees there.

3. 1996 country programmes

(a) **Objectives**

40. The Office will continue to search for durable solutions for the various groups of refugees. Priority will also be given to income-generation

activities with an emphasis on women's groups across all nationalities to ensure self-reliance.

41. **Chadians**: A campaign, initiated in 1994 for promoting the transfer of Chadian refugees to the Central African Republic, will be pursued in view of the better opportunities for local settlement, and the presence there of a larger refugee caseload of the same origin.

42. **Angolans**: Voluntary repatriation will remain the main objective during 1996.

43. **Rwandans**: Those who choose to repatriate voluntarily will be encouraged and assisted to do so.

(b) Proposed budgets for 1996

(i) General Programmes

44. **Local Settlement**: A total of 350 refugees of different nationalities will benefit from multi-sectoral assistance, including subsistence and health services, during 1996. Some of them will be assisted to initiate income-generation activities. Five students of various nationalities will be sponsored for their secondary studies while eight other students of mixed nationalities will be sponsored to pursue their university education in Gabon.

45. The proposed 1996 budget requirement for the local settlement project is slightly lower than the 1995 allocation. It will be utilized for the implementation of a multi-sectoral assistance to meet the basic needs of the refugees, including household domestic needs, subsistence, health and primary education.

(c) Implementing partners

46. As in previous years, these projects are being implemented through UNDP, based on a Letter of Understanding between the UNHCR Regional Office in Kinshasa, Zaire, and the UNDP office in Libreville, Gabon.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
–	–	2,000.0		EMERGENCY FUND	–
				CARE AND MAINTENANCE	
161.1	38.2	39.0	Cameroon		40.5
243.1	180.2	341.8	Congo		279.0
109.6	109.6	109.6	Chad		111.1
11.9 a/	–	60.0	Other countries		60.0
				VOLUNTARY REPATRIATION	
43.8	34.0	42.4	Cameroon		42.4
				LOCAL SETTLEMENT	
100.0	303.9	262.3	Cameroon		234.3
249.3	192.3	222.8	Congo		271.2
127.4	82.7	98.1	Gabon		95.2
0.1 a/	–	–	Other countries		–
				RESETTLEMENT	
1.3 a/	–	–	Congo		–
0.3 a/	–	–	Chad		–
1.5 a/	–	–	Other countries		–
				PROGRAMME DELIVERY See Overview Tables (Part II)	
254.0	108.0	246.5	Cameroon		69.0
251.0	339.2	421.6	Congo		203.0
96.5	202.8	–	Regional Training		–
1,650.9	1,590.9	3,844.1		SUB-TOTAL OPERATIONS	1,405.7
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
54.8	43.6	21.3	Cameroon		–
17.9	12.0	–	Congo		–
424.5	195.1	–	Regional Training		–
2,148.1	1,841.6	3,865.4		TOTAL (1)	1,405.7

UNHCR EXPENDITURE IN OTHER COUNTRIES IN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
SPECIAL PROGRAMMES (2)					
				EDUCATION ACCOUNT	
57.0	52.3	–	Cameroon		–
130.3	142.2	–	Congo		–
32.7	31.8	–	Gabon		–
1.3	–	–	Other countries		–
–	–	25,318.1		RWANDA/BURUNDI OPERATION	–
				PROGRAMME DELIVERY	
57.8	380.0	–	Regional Training	See Overview Tables (Part II)	–
				OTHER TRUST FUNDS	
12.3	–	–	Cameroon		–
171.1	–	–	Congo		–
2.3	–	–	Other countries		–
				ADMINISTRATIVE SUPPORT	
48.8	30.0	18.5		Junior Professional Officer See Overview Tables (Part II)	18.5
513.6	636.3	25,336.6		TOTAL (2)	18.5
2,661.7	2,477.9	29,202.0		GRAND TOTAL (1+2)	1,424.2

a/ obligation incurred against Other Programmes

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PROPERTY OF

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

PART I. AFRICA

Section 28 - Regional Special Programmes

(submitted by the High Commissioner)

GE.95-02552

I.28 REGIONAL SPECIAL PROGRAMMES

A. Angola Repatriation

1. The course of peace and reconciliation, now being pursued within the framework of the Lusaka Protocol, has improved the prospect of a return to normal in Angola. A consequence of this positive evolution of events is the expectation of the gradual return of refugees and internally displaced persons to their home areas.

2. Encouraged by these positive developments, UNHCR started preparations for an integrated regional plan of action for the repatriation and reintegration of Angolan refugees, to take place over a 30-month period from July 1995 to December 1997. Initial planning suggests that some 300,000 Angolan refugees in countries neighbouring Angola will opt to return home. The majority of the refugees are expected to return spontaneously. Socio-economic data compiled by UNHCR offices in the countries neighbouring Angola also indicate that refugees in Congo (5,000), Namibia (1,000), Zaire (40,000) and Zambia (26,000), would require UNHCR-organized transport to return. An additional 1,000 Angolan refugees in countries not bordering Angola are also assumed to require UNHCR assistance to return.

3. Some return movements are already taking place, with a reported recent arrival of some 5,500 persons in Cabinda, Moxico, Uige and Zaire provinces. Based on the current trends, an estimated 50,000 refugees may return spontaneously in 1995.

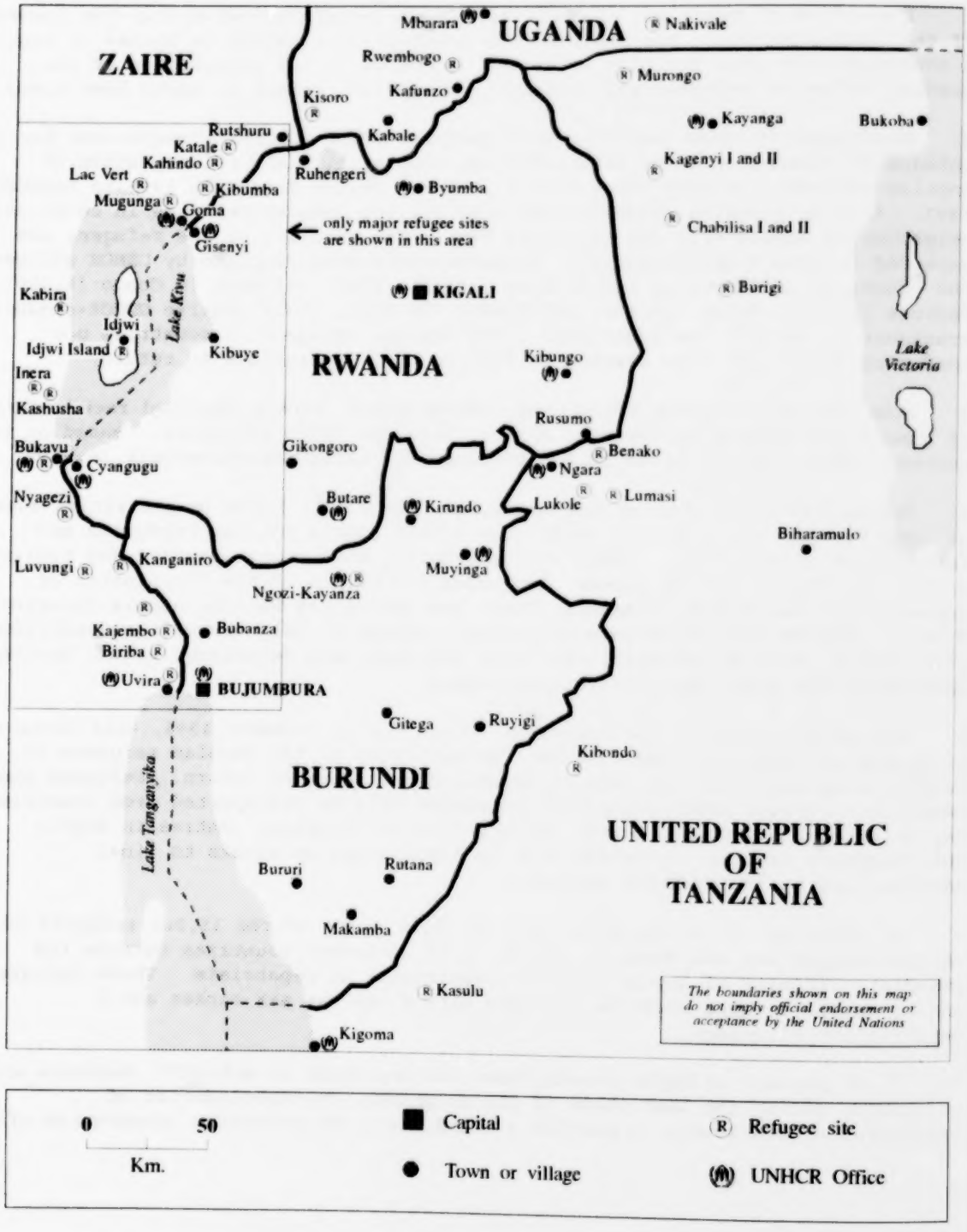
4. During the first year of the operation, UNHCR will focus on activities aimed at establishing the necessary conditions within Angola for the reception and integration of returnees. UNHCR will coordinate with other agencies and bodies within the United Nations system, including the Office of the Coordinator of Humanitarian Assistance to Angola (UCAH) and the United Nations Angola Verification Mission (UNAVEM III) on matters of primary concern to help assure the conditions of safe return, such as accessibility, mine awareness and de-mining, water, health, sanitation and basic agricultural assistance.

5. The second phase of the operation, from July to December 1996, will focus on a programme of organized repatriation. An estimated 82,000 Angolan refugees in neighbouring countries may require organized transport to return. Refugees who repatriate through UNHCR-organized programmes will be transported from countries of asylum through designated border entry points to reception centres in Angola. From the reception centres, returnees will be transported on trucks to final destinations by implementing partners.

6. In addition, it is estimated that at least 1,000 of the 15,000 refugees and asylum-seekers who are known to reside in 32 different countries outside the immediate vicinity of Angola will need assistance to repatriate. These refugees and/or asylum-seekers would be provided with a one-way air ticket and a repatriation allowance.

7. It is planned to begin phasing down the operation in mid-1997. Emphasis will be placed, during the last phase of the programme, on consolidation of reintegration assistance to provide a solid basis for effective integration of the

AREAS AFFECTED BY THE BURUNDI AND RWANDA CRISES



returnees into their communities, and engage them in a productive and sustainable economic life. Efforts already initiated, in the first phase of the operation, will be intensified in order to ensure that the returnee programme remains an integral part of the national development plan by coordinating the implementation strategies with bilateral and multilateral programmes. These concerted efforts, in coordination with the Government, non-governmental organizations (NGOs) and the other United Nations agencies, should ensure that the activities initiated for the benefit of the returnees and their communities during the initial phase are sustained and continued by the longer-term development agencies.

8. The updated funding requirements for the repatriation and reintegration programme, which are not included in the budget tables, are being consolidated into the regional operations plan, covering needs in Angola and the countries of asylum, which will be followed by the issuance of a special appeal.

Angola Repatriation
(in thousands of dollars)

Country/area	1994 Expenditure	1995 Initial programme needs as projected at 1/6/94	1995 Revised programme needs as projected at 15/5/95	1996 Initial programme needs as projected at 15/5/95
Angola	3,021.6	8,027.2	2,346.0	1,634.9
Zaire	134.4	128.8	220.6	245.4
Zambia	-	-	29.9	38.0
Headquarters	490.3	571.9	722.0	1,147.7
Total	3,646.3	8,727.9	3,318.5	3,066.0

B. Burundi-Rwanda Special Operation

9. The crisis situation facing the Great Lakes region during 1994 did not abate in the first half of 1995. Major new influxes of Rwandan refugees into Burundi and Zaire occurred during the second half of 1994 and in early 1995. Many of these new Rwandan refugees had formerly lived in camps for internally displaced persons. Also from Burundi there were various waves of new refugees during 1994 and 1995, mainly to the United Republic of Tanzania and to Zaire. Movements to the United Republic of Tanzania came to an abrupt halt after the Government of that country decided to close the border on 31 March of this year, ending a long time tradition of generous asylum.

10. Recent developments in Rwanda have dashed earlier hopes of rapid and large repatriation movements. A large number of Rwandans, including early returnees and returning internally displaced persons, accused of having participated in last year's genocide have been arrested and are being held in harsh conditions. There have been a number of assassinations of well-known persons in early 1995, which

were given wide publicity. In addition, political activities in the refugee camps by elements opposed to unconditional return to Rwanda continue to influence the majority of the refugees. Thus, the beginning of organized voluntary repatriation of the "new" caseload in Zaire at the end of 1994 and in early 1995 came to a virtual halt in the second quarter of 1995. The forceful closure of Kibeho internally displaced persons camp in April of this year merely confirmed this trend. Slightly more positive signs were noted at the end of June and in early July, when a small number of refugees from the United Republic of Tanzania and from Zaire asked for UNHCR assistance to repatriate. Spontaneous return movements have also started again, and several thousands persons have repatriated voluntarily from Burundi.

11. However, a large number of refugees of the "old" caseload, who had left the country in the early 1960s and 1970s, returned to Rwanda. The number of returnees from this group is estimated at 750,000 by the Government of Rwanda.

12. Repatriation of refugees from Burundi has also stalled because of the continuing upheaval in that country. Ethnic strife increased in 1994 and during the first half of 1995, leading to virtual civil war in Cibitoke province and to serious upheaval in several parts of Bujumbura. These tensions caused new important refugee movements towards the South Kivu region of Zaire.

13. In northern Burundi, attacks on newly arrived Rwandan refugees, both in and outside camps, and fear of forceful return to their home country, led thousands of them to try and find asylum in the United Republic of Tanzania. Towards the end of the first quarter of 1995 the United Republic of Tanzania firmly closed the border to all new refugees, refouling many who had managed to cross. Also, newly arriving refugees from Rwanda, particularly in the wake of the forceful closure of the Kibeho camp for internally displaced persons in April, did not stay in Burundi, and most of them crossed the border from Burundi once more to find asylum in South Kivu, Zaire.

14. The new influxes and return movements resulted in the following assisted refugee statistics as at 31 December 1994 and 30 June 1995:

Country of asylum		Situation at 31/12/94	Situation at 30/6/95	Country of origin Burundi	Country of origin Rwanda
Burundi		253,000	188,300	--	188,300
Rwanda		2,200	3,000	3,000	--
UR Tanzania	Ngara >		474,595	61,956	412,639
	Karagwe>	632,200	153,495	--	153,495
	Kigoma >		23,000	23,000	--
Uganda		4,000	5,450	--	5,450
Zaire	Bukavu >		301,578	--	301,578
	Uvira >	1,410,100	169,878	99,574	70,304
	Goma >		727,000	--	727,000
Total		2,301,500	2,046,296	187,530	1,858,766

15. Meanwhile, conditions in the refugee camps in the two main asylum countries, the United Republic of Tanzania and Zaire, remained precarious. The immediate needs of the refugees were covered adequately, although sometimes at a minimal level. The absence of any possibility of achieving self-sufficiency in the refugee camps, the lack of available arable land, or alternative sites where such activities could be deployed, and the high cost of their maintenance, make the long-term existence of these camps untenable.

16. The sheer number of refugees in the United Republic of Tanzania and in Zaire has given rise to feelings of serious unease among the Governments and populations of the two countries alike. The impact of refugee numbers on the environment and on the life of the population of the receiving areas is significant. The closure of the Tanzanian border to any new refugees was followed by a motion taken in the Zairian parliament to send all refugees home. Although this decision was not followed by expulsion, it revealed a changing attitude towards refugees. In Burundi similar voices were heard with regard to the extended stay of the Rwandan refugees.

17. The security conditions in the refugee camps and neighbouring areas in the United Republic of Tanzania and in Zaire continued to be a source of concern. Apart from a significant increase in banditry, political pressure from the refugee leadership on the refugees remains an issue. The Zairian Camp Security Operation, which became fully operational in the second quarter of 1995, however, has contributed significantly towards improvements in security. The 1,500 elite Zairian troops, assisted and monitored by the civilian Camp Security Liaison Group, comprising officers from four African and two European countries, now patrols the camps around the clock. Unfortunately, one of the main terms of reference of the

operation -- to accompany voluntary repatriation convoys -- has remained a minor activity, for lack of candidates. The duration of the operation, originally established for five months, will be extended until the end of 1995. The programme also supported the Tanzanian police presence in Kagera district, now comprising some 400 policemen, with equally positive effects on the security situation in and around the camps, although serious incidents of armed banditry have continued.

18. Among the main achievements during the first half of 1995 has been the successful completion of the registration of refugees assisted in the camps in Zaire. For the Goma camps the results of the exercise showed a minor reduction of refugee numbers against earlier estimates. For the Bukavu and Uvira camps, more considerable reductions resulted, mainly because refugees outside camps, particularly in urban centres, were excluded from the counts. The registration allowed for closer control of the distribution of food and non-food items. Distribution could henceforth be effected at the level of families and smaller units in the camps, as opposed to the distribution to refugee leaders who had managed, in the emergency situation in 1994, to divert important amounts of assistance for their own personal benefit. New registration of the refugees in the Tanzanian camps had to be postponed until the second half of the year for logistical reasons.

19. The delay in the voluntary repatriation of any large numbers of assisted refugees in 1994, and the continued modest prospects of repatriation during the second half of the current year meant that the original assistance budgets, as reflected in the United Nations Consolidated Inter-Agency Appeal for Persons Affected by the Crisis in Rwanda, which also included UNHCR's requirements for Burundi refugees, and which was launched in the beginning of 1995, needed a complete revision. Also, the slow response to the 1995 Appeal until the end of the first semester, and the projections of new income for the second half of the year, necessitated a close look at the 1995 budget.

20. Against the original Appeal budget of $ 291,768,100, as adapted by inclusion of the additional needs for the Camp Security Operation (letter to donors of 9 February 1995 refers), contributions in the amount of $ 98,507,642 were recorded by the end of June 1995. Together with a carry-over of $ 25,719,509 and other income of $ 1,706,802, available funds totalled $ 125,933,953. In addition, an allocation of $ 2 million was made from UNHCR's Emergency Fund to cover initial 1995 requirements pending the receipt of new contributions. The total thus available for obligation by the end of the first semester amounted to $ 127.9 million. Of this amount, a balance of only $ 7.2 million are currently available for obligations for the second half of the year.

21. In light of this worrisome situation UNHCR reviewed all aspects of the Rwanda-Burundi Special Operation during May and June. This review resulted in a reduction of the 1995 budget to $ 263.3 million. The review considered the need to maintain only the most basic of requirements in terms of direct assistance to the refugees, returnees and internally displaced persons of concern to the organization. Such needs are mainly in the following activities: procurement of food items not provided by WFP, and transport and logistics of food and non-food assistance; deployment of UNHCR and implementing partner staff; procurement of

non-food items (blankets, plastic sheeting, soap); health care; water and sanitation; community services; and shelter.

22. Contingency elements in country budgets, though realistically necessary considering the critical situation in the region, were reduced to a bare minimum. Staffing levels of both UNHCR and its implementing partners, as well as administrative requirements in general, were reviewed with rigour and often reduced, even where this might lead to additional hardship for the remaining staff. Nevertheless, additional provisions had to be made to cover expenditure for mission allowances and hazard pay.

23. Finally the programme review maintained a limited number of activities which go beyond the definition of life-sustaining. These are the transfer of a number of refugee camps in Zaire away from the borders with Rwanda and Burundi. The main reason for these camp relocations -- whose practical arrangements are being discussed with the Zairian authorities -- is to limit the risk of military contacts between the refugees and their countries of origin. A number of worrisome incursions and excursions have taken place in recent months which fully warrant this decision. Also maintained are environmental protection activities in the camp areas. Fuel wood is provided to minimize damage, for example, to Zaire's national parks.

24. In line with the Plan of Action adopted by the Bujumbura Conference, UNHCR will continue all efforts possible to promote an atmosphere which will allow voluntary repatriation in the second half of 1995. This will involve, in Rwanda, the continued preparation of physical structures allowing the resettlement of returning refugees in their home community, as well as mass information campaigns in Rwanda and Burundi and in the asylum countries to inform the refugees and the general population of the situation in the two affected countries. Support will be given in particular to radio Agatashya, allowing for an important expansion of its radio and broadcasting network. Transport from the asylum countries to Rwanda and inside Rwanda will be maintained to allow for return movements when possible.

25. UNHCR will also assist, within its financial means, in the reintegration of the significant number of "old" caseload refugees in Rwanda.

26. In the refugee camps UNHCR will continue to provide refugees with basic non-food items (shelter materials, blankets, firewood and soap), health care, potable water and improved sanitary conditions, and community services. Limited legal assistance will continue to be provided in Rwanda, in particular to assist in the re-establishment of local judiciary structures. Regarding primary education, it will only be possible to continue providing minimal assistance in the form of classroom equipment and supplies and incentives to refugee teachers.

27. UNHCR will also continue special activities in favour of refugee women and children. Programmes for children, comprising both protection and assistance aspects, will continue to be coordinated by the Regional Support Unit for Refugee Children, based in Kigali. Assistance is also provided for unaccompanied minors and family reunification. These activities are coordinated closely with UNICEF and the International Committee of the Red Cross (ICRC).

28. The already minimal assistance provided to former internally displaced persons in Burundi and Rwanda will be further reduced. It will involve assistance with basic infrastructure, such as water and sanitation, health facilities and shelter in villages to which internally displaced persons return. It is expected that other United Nations agencies and NGOs will be involved in the development aspects of the reintegration.

29. The major problem in providing returnee assistance in both Burundi and Rwanda is potential conflict between "old" and "new" caseload returnees over limited arable land. In Rwanda, a joint World Bank/UNHCR/USAID mission evaluated government proposals for newly designated rural settlement areas. Further studies on this subject proved necessary and are currently being considered by UNDP. UNHCR will remain involved in these studies. Finally, returning "new" refugees will continue to receive individual logistical support up to their home areas, where modest community rehabilitation measures are also being implemented. For "old" caseload returnees, UNHCR will emphasize assistance to meet shelter requirements.

30. In light of the continuing risk of new crises in the region, a number of emergency contingency preparedness measures will be maintained. A stock of non-food items (blankets and plastic sheeting in particular) for 500,000 persons is maintained in four locations of possible new influx. UNHCR has also established a Regional Operations Support Centre, based in Nairobi, with various functions spread out over the region. The centre will coordinate, in particular, regional logistics movements and, in cooperation with WFP, will be the focal point for food distribution and supplies.

Burundi-Rwanda Special Operation
(in thousands of dollars)

Country/ project/area	1994 Expenditure	1995 Initial programme needs as projected at 1/6/94	1995 Revised programme needs as projected at 15/5/95	1996 Initial programme needs as projected at 15/5/95
Burundi	38,782.1	2,066.6	30,236.1	24,401.3
Kenya	274.8	-	486.8	226.9
Rwanda	31,319.4	578.9	45,210.2	30.4
UR Tanzania	65,566.7	1,940.9	67,495.0	45,922.8
Uganda	1,274.3	139.8	799.5	410.0
Zaire	94,108.6	1,025.4	107,043.1	57,003.0
Regional projects	4,989.5	-	25,318.1	-
Headquarters	3,829.5	1,775.4	15,292.8	15,224.7
Total	240,144.9	7,527.0	291,881.6	143,219.1

C. Horn of Africa

31. Following significant political and social changes in the Horn of Africa over the last few years, UNHCR activities continue to focus on the attainment of durable solutions with particular emphasis on voluntary repatriation. During the period under review various repatriation movements in the Horn were either continued, or where conditions had improved sufficiently, initiated. In this context the long-awaited pilot project for repatriation of 25,000 Eritrean refugees in Sudan, which began in November 1994, was completed successfully in June 1995. The first phase of the main repatriation movement for an estimated 100,000 persons is envisaged to begin in September 1995 after the rainy season. The pace of implementation of the repatriation operation will depend very much on the progress achieved in enhancing the absorption capacity for returnee reintegration areas within the overall framework of PROFERI (Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea). Limited donor funding for the rehabilitation component has resulted in inadequate preparation of settlement sites as well as insufficient infrastructure and services to ensure a sustained reintegration operation. A $ 15.5 million funding appeal was issued by UNHCR in March 1995 to cover the repatriation and reintegration operation in 1995.

32. Meanwhile, there were significant return movements to Ethiopia from neighbouring countries in 1994 and early 1995. In addition, Ethiopia itself experienced an increase in the refugee population early in 1995 with an influx of some 80,000 Somali new arrivals in eastern Ethiopia following heavy fighting in North-West Somalia. Some 35,644 Ethiopian returnees who repatriated in 1994 from Djibouti, Kenya and Sudan continue to require reintegration assistance. An estimated 30,000 Ethiopian refugees are expected to repatriate from Sudan during 1995 and a similar number is projected for 1996. The return of some 15,000 Ethiopians from Djibouti is currently under way following the conclusion at the beginning of July 1995 of a Memorandum of Understanding between the Governments of Djibouti and Ethiopia, and UNHCR. Some 17,000 Ethiopians were repatriated in earlier movements during 1994 and early 1995.

33. Regarding the repatriation of Somali refugees from the camps in eastern Ethiopia, plans are currently being revitalized for the organized repatriation movement to North-West Somalia to begin in the near future, starting with a pilot phase involving some 10,000 persons and followed thereafter by scheduled movements for those who would have registered for voluntary repatriation. For planning purposes, an estimated 280,000 Somali refugees (comprising the old caseload and the recent new arrivals) will benefit under this repatriation operation. Similarly, significant organized repatriation of Somali refugees from Kenya was achieved with some 60,000 having repatriated in 1994 within the framework of the cross-border operation from Kenya into Somalia. In 1995 it is planned to assist a total of 75,000 Somalis with voluntary repatriation from Kenya and with reintegration in safe areas. In spite of poor security conditions in southern Somalia, over 127,000 refugees have returned to safe areas in Somalia from Kenya over the last two and a half years.

34. The pace of repatriation, and reintegration of returnees might have been faster had countries of origin been in a better position to re-absorb their nationals. Decades of civil conflict, recurrent drought/famine and other calamities have left many of the countries in the Horn ill-equipped to receive their returning nationals. Thus, while dealing with the needs of returnees, Governments have had to attend to national reconstruction through restoration of infrastructure, and rebuilding economic and agricultural systems. Governments in the Horn are currently looking to enhance regional economic and humanitarian cooperation through the Inter-Governmental Authority on Drought and Development (IGADD), comprising the seven countries of the Horn of Africa sub-region, namely Eritrea, Ethiopia, Djibouti, Somalia, Kenya, Uganda and Sudan. Their effort to revitalize and broaden the scope of IGADD activities was recently endorsed by the international community at a meeting in Addis Ababa. Within the context of the changing situation in the Horn, various broad initiatives are being formulated with a wider collaboration from donors to ensure prospects for a faster rate of repatriation and a sustainable reintegration in an integrated manner within the relief to development continuum.

35. Meanwhile, the implementation of UNHCR-supported rehabilitation projects in returnee reintegration areas through community-based programmes continue to provide the main avenue for assistance to returnees. In order to mobilize the required resources, UNHCR is in the process of launching a sub-regional appeal to cover the repatriation and reintegration needs of Ethiopians from asylum countries, as well as repatriation and reintegration of Somali returnees. Detailed requirements are elaborated under the relevant country chapters of this document (i.e. Ethiopia (Part I/8) Djibouti (Part I/6), and Somalia (Part I/18) (which includes reintegration activities in North-West Somalia and the cross-border operation from Kenya into Somalia)).

Horn of Africa
(in thousands of dollars)

Country/area	1994	1995		1996
	Expenditure	Initial programme needs as projected at 1/6/94	Revised programme needs as projected at 15/5/95	Initial programme needs as projected at 15/5/95
Djibouti	116.3	961.9	1,764.6	1,750.5
Eritrea	3,319.1	701.4	9,376.3	9,561.3
Ethiopia	1,588.3	10,003.8	15,148.7	5,230.6
Kenya	7,975.3	14,325.2	10,799.7	7,956.2
Somalia	4,494.9	6,042.5	6,954.0	6,424.7
Sudan	2,418.1	375.8	3,391.2	3,794.0
Yemen	330.0	-	620.5	20.5
Headquarters	4,606.7	4,189.6	2,844.3	3,322.2
Total	24,848.7	36,600.2	50.899.3	38,060.0

D. Liberia Repatriation

36. During 1994, all efforts to bring peace to Liberia failed. The continued inter and intra-factional fighting and emergence of new factions impeded the full deployment of the ECOWAS Military Observer Group (ECOMOG) and the United Nations Observer Mission in Liberia (UNOMIL) in the country. General elections scheduled for 7 September 1994 never took place.

37. Attempts to restore peace in Liberia have continued, notably under the initiative of the leaders of the Economic Community of West African States (ECOWAS), although the Akosombo Agreement signed on 12 September 1994 by the Liberian warring factions has never become effective. Instead, hostilities increased in the north-eastern region, forcing an additional 170,000 Liberians to flee into neighbouring Guinea and Côte d'Ivoire.

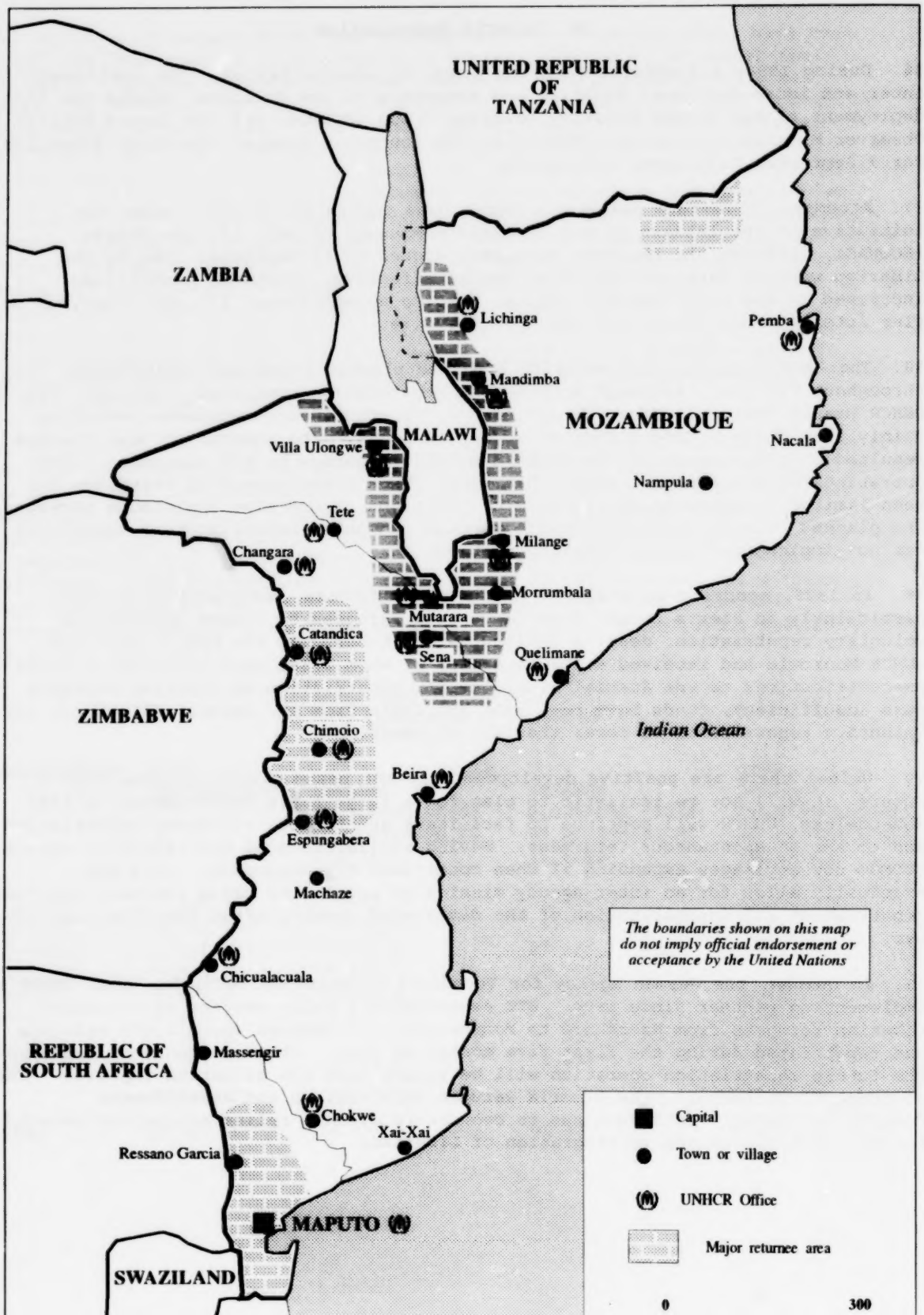
38. The lack of safety and security hindered planned organized repatriation throughout the year, although spontaneous repatriation continued. In 1994, the UNHCR Branch Office in Monrovia assisted 6,700 spontaneous returnees returning mainly from Guinea, Côte d'Ivoire and Sierra Leone. The insecurity near Gbarnga resulted in the closure of the UNHCR Sub-Office Gbarnga by mid-September, after operating for six months. Since that time, UNHCR's assistance to returnees has been limited to Monrovia in the form of provision of one-time assistance packages. The planned reintegration assistance through community rehabilitation activities was not implemented due to security problems.

39. In 1995, security in neighbouring asylum countries deteriorated further, particularly in Sierra Leone. This has driven refugees to choose spontaneous voluntary repatriation, despite difficult conditions. By the end of May 1995, UNHCR Monrovia had received 4,123 returnees of whom 2,388 were from Sierra Leone. As contributions to the Special Programme for Repatriation of Liberian Refugees were insufficient, funds have been made available from the General Allocation for Voluntary Repatriation to cover the initial needs.

40. Unless there are positive developments in the peace process in the near future, it will not be realistic to plan for a large-scale repatriation in 1996. Nonetheless, UNHCR will continue to facilitate spontaneous voluntary repatriation and to assist spontaneous returnees. Having earlier reduced the territory covered, ECOMOG now envisages expanding it when conditions are conducive. This may eventually allow for an inter-agency mission to assess the needs for mass voluntary repatriation and rehabilitation of the devastated country after the five-year civil war.

41. In Guinea, the German Agency for Technical Cooperation (GTZ) has been UNHCR's implementing partner since 1994. GTZ established a pilot project to transport Liberian refugees from Nzérékoré to Monrovia by air through which 1,900 refugees had repatriated during the first five months of 1995. Other partners to implement the future repatriation operation will be sought once the situation improves. The government counterpart, the Liberia Refugee Repatriation and Resettlement Commission (LRRRC), will continue to coordinate overall relief activities related to the repatriation and reintegration of Liberians.

MOZAMBIQUE


UNITED REPUBLIC OF TANZANIA
ZAMBIA
MALAWI
MOZAMBIQUE
ZIMBABWE
REPUBLIC OF SOUTH AFRICA
SWAZILAND
Indian Ocean
Lichinga
Pemba
Mandimba
Nacala
Villa Ulongwe
Nampula
Tete
Milange
Changara
Morrumbala
Mutarara
Catandica
Sena
Quelimane
Chimoio
Beira
Espungabera
Machaze
Chicualacuala
Massengir
Chokwe
Xai-Xai
Ressano Garcia
MAPUTO
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
Capital
Town or village
UNHCR Office
Major returnee area
0
300

Liberia Repatriation
(in thousands of dollars)

Country/area	1994 Expenditure	1995 Initial programme needs as projected at 1/6/94	1995 Revised programme needs as projected at 15/5/95	1996 Initial programme needs as projected at 15/5/95
Ghana	-	63.7	64.3	35.0
Guinea	340.0	-	-	-
Liberia	2,220.6	37,351.1	6,600.9	8,727.9
Nigeria	100.0	-	-	-
Headquarters	602.0	643.8	534.2	838.1
Total	3,262.6	38,058.6	7,199.4	9,601.0

E. Mozambique Repatriation

42. Continuing political stability in Mozambique allowed for the successful conclusion of free and fair elections in October 1994 and provided a conducive environment for repatriation and reintegration in the country. This has resulted in the return of almost the total Mozambican refugee population from Malawi, South Africa, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe. At 31 December 1994, in Malawi, where over 1 million Mozambicans sought asylum a few years ago, only some 90,000 remained, and these are expected to return during 1995. Almost all the refugee camps and settlements in the countries of asylum, as well as the associated infrastructure, are being handed over to the respective Governments for alternative use.

43. The rate of repatriation from countries of asylum increased throughout 1994, bringing the total number of refugees returning to Mozambique to well over 1.6 million by the end of the year. The majority of the refugees returned from Malawi spontaneously, although a significant organized movement took place. By the end of March 1995, a total of 316,118 Mozambican refugees had been assisted by UNHCR with organized transport from the countries of asylum. All of the organized movement is expected to be completed by June 1995, when the last convoys from Malawi will move into Mutarara and Morrumbala districts in Mozambique.

44. The repatriation operation has been one of the largest in UNHCR's history. Organized movements at the peak period reached well over 4,000 individuals per day, and took place simultaneously by truck, bus, train and boat to a variety of locations inside Mozambique. Logistical constraints in the movement, often over long distances, have been numerous and complex. The successful conclusion has been due largely to concerted cooperation with the Governments participating in the operation and the NGO implementing partners, and the establishment by UNHCR of an adequate field presence as well as increased delegation of responsibilities and corresponding authority to the Field Offices.

45. Within the framework of the appeal launched in May 1993 for the three-year programme with an estimated total requirement of $ 203 million, an update was issued by UNHCR in February 1995 with an estimated requirement of some $ 56.9 million for the period of January 1995 to June 1996. Although slight adjustments have been made between the sectors and within the various countries covered by the programme, the global budgetary parameters have not changed significantly.

46. It is vital that UNHCR consolidates its activities in returnee areas until June 1996 to ensure sustainability of its reintegration activities (see Part I/14, Mozambique). An ongoing rehabilitation programme for major returnee areas in key sectors is being implemented in close cooperation with the Government and other implementing partners. At the same time, the Branch Office is gradually undertaking a phase-out process which will result in the closure of all field presences related to the reintegration by mid-1996. UNHCR Mozambique is actively pursuing a linkage of the UNHCR activities to longer term developmental programmes that are starting up in the country.

47. To the extent possible and feasible, staff and resources for the Mozambique operation will be redeployed to other operations. Relevant experience gathered during the operation is being utilized in the planning of new and emerging returnee programmes.

Mozambique Repatriation
(in thousands of dollars)

Country/ project/area	1994 Expenditure	1995 Initial programme needs as projected at 1/6/94	1995 Revised programme needs as projected at 15/5/95	1996 Initial programme needs as projected at 15/5/95
Malawi	6,092.3	6,703.4	1,679.4	-
Mozambique	38,506.9	42,399.8	42,753.4	2,914.4
South Africa	6,323.3	13,732.7	2,117.7	-
UR Tanzania	1,091.4	750.0	161.4	-
Zambia	1,348.6	116.8	176.7	10.2
Zimbabwe	8,019.9	3,252.2	2,496.1	6.0
Regional projects	483.8	1,267.0	-	
Headquarters	5,310.6	5,649.4	4,219.8	2,972.0
Total	67,176.8	73,871.3	53,604.5	5,902.6